



Preventing Youth Violence

Detroiters Working Together to Help Youth Succeed

Mayor Dave Bing
City of Detroit

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Executive Summary

The top priority of Mayor Dave Bing's administration is public safety. A key strength of that agenda is a focus on reducing youth violence, and, perhaps more importantly, ensuring that youth have a path out of violence toward a high quality of life through education, jobs, and careers. Our Youth Violence Prevention plan will help youth find that path.

Over the past 10 months, the Mayor's office has brought together community leaders, youth, nonprofit organizations, advocacy groups, representatives of the juvenile justice system, and city agencies to craft a multi-faceted strategy to significantly reduce youth violence. This plan launches a critical next step; a community-based planning process with residents, community leaders, and service providers in two pilot areas. Working with the community takes time. It will be time well spent. When the community owns the strategy and fully brings all of its assets to bear, the plan will be much more likely to have the significant impact we all seek.

This plan is built upon a set of priorities defined by stakeholders and a planning framework from the US Department of Justice (DOJ). The stakeholder-identified priority focus areas were adult involvement, education, employment, and law enforcement. The DOJ framework encompasses a continuum of strategies: prevention, intervention, enforcement and re-entry. Our strategy also has a distinct focus on building opportunities for youth. We believe that unless youth have real opportunities that lead to careers, it will be much more difficult to convince them to stay in school, avoid violence and gangs, and commit to creating a more productive life.

Our strategy development has been guided by a set of principles that emerged from the deliberations of the steering committee. The overarching theme of these strategies is that more enforcement and more young men in prison will not solve our challenges around violence, rebuild our neighborhoods or help restore the greatness of Detroit.

In addition to the pilot area strategy, the plan also includes a systemic reform strategy which focuses on the Detroit Police Department, a policy agenda and an anti-gang strategy that will complement work in the pilot areas.

Preventing Youth Violence in Pilot Areas

Our efforts to build specific strategies for each of our pilot areas will be anchored in our strategic principle of **empowered communities** through creating **Community Safety Teams** comprised of neighborhood leaders, service providers, and key city agencies including DPD and others who will take responsibility for guiding work in their community and building integrated strategies. In addition to the rich array of assets already on the ground, key **prevention** strategies will include:

Widespread Use of Restorative Practices. The first approach will be to increase the use of restorative practices to build a culture of respect, inclusion and accountability among youth in the targeted communities.

Operation Safe Passage: Alternatives to Suspensions and Expulsions. Operation Safe Passage is a new effort led by the Detroit Police Department with other law enforcement and community partners to create in-school alternatives to suspensions and expulsions.

Intervention strategies are built from evidence-based best practices:

Renew Operation Ceasefire. Some youth violence is part of a vicious circle of revenge and retribution that leads to increasingly serious violence. The violence "interrupters" of the

Operation Ceasefire strategy would be an effective tool to eliminate this vicious circle, especially as it relates to violent acts between crews and gangs.

Restore the Community Prosecutor Program. The Wayne County community prosecutor's program was a widely recognized model for resolving neighborhood issues that often cannot be addressed in a traditional prosecutorial format. We are seeking funding to restore this program in our pilot areas.

Use Offender Forums. After adequate research and training, we plan to deploy several offender forums and evaluate their effectiveness as a tool for our city.

Existing initiatives, including the *Comprehensive Violence Reduction Partnership*, the *Comprehensive Anti-Gang Initiative*, and the *Michigan Prisoner Reentry Initiative*, provide the foundation for our **enforcement and reentry strategies**. We expect that as Community Safety Teams develop unique strategies for their neighborhoods, further enforcement and reentry efforts will be developed.

Helping Youth see a Positive Future

Too many youth do not see a future for themselves that includes a productive life and gainful employment. Detroit's high unemployment rate often means that youth do not have adults in their lives that are fully employed. Also, the lure of street life is powerful, and often lucrative. Finally, returning offenders often have even bleaker job opportunities because fewer businesses hire those with a criminal record. All of these reasons make it essential to better link prevention, intervention, and reentry strategies for youth with active linkages to the employment pipeline and opportunities to build their skills of entrepreneurship. Our goal is to re-construct summer and year-round youth employment systems to ensure all youth have access to job and career opportunities.

Foundations for Success

With the plan, we will be initiating an aggressive marketing campaign, with an emphasis on the use of social media, which fosters the increased use of nonviolent approaches to conflict resolution, connects youth with programs and services, and raises awareness around youth violence prevention.

Expand access to resources and services. Detroit is a large city, many service locations and schools have been closed, and public transportation is inadequate. In order to ensure youth are connected with appropriate services and resources, it is essential to attend to issues of access. We will look to partner with entities that will provide transportation to after-school activities and/or employment at little or no cost. In addition, we will explore using Detroit Public Schools as Neighborhood City Halls a couple of days a week to bring resources back to the community.

Expand Steering Committee. Our Steering Committee has identified the need to add stronger representation from the business community and stakeholders from our pilot areas as priority.

The strength of our initiative lies in this very diverse array of efforts focused on youth and our collective commitment to ensure that our youngest Detroiters succeed. Moving forward, this plan will assist us in increasing alignment and collaboration across these efforts – driven by data – both in our pilot areas and for the city as a whole. While these planning steps are critically important, we anchor our work in a belief that youth need encouragement to do the right thing, they must receive attention for doing the right thing, and when not, we must provide support to help them to make better choices.

Introduction

Youth violence in Detroit, like too many other places, is an epidemic. Hardly a day goes by in this country without a report of a seemingly senseless assault of a young person. And the “invisible” part of the epidemic – the one that does not show up in the crime statistics – the bullying, the lack of safe routes to school, and the fear of leaving one’s home – is a challenge here and elsewhere. It does not need to be this way.

We envision a city where youth and education are valued, it is safe to walk the streets, conflicts are resolved nonviolently, and young men and women have real job and career opportunities. Ultimately, it is our goal to improve the overall quality of life for all Detroiters by shifting the frame from one where youth are seen as the problem to one where they are viewed as stakeholders in the development of effective long-term violence-prevention solutions.

Much work has been done already. Strategic investments by the city, foundations, nonprofit organizations and others have begun to build a foundation to help our city and – most importantly, the neighborhoods in our city – turn a corner. Major initiatives include:

- ***Detroit Works Project.*** This major project will help Detroiters develop a long-term plan for the future of the city, with an emphasis on shaping future development patterns, fostering healthy neighborhoods, and defining future economic development strategies.
- ***Promise Neighborhoods Initiative.*** Two neighborhoods in Detroit, including one of our pilot areas, are a part of this path-breaking federal initiative.
- ***Living Cities.*** This effort seeks to “redensify” and strengthen the urban core along Woodward Avenue by improving safety, schools, employment, and small business opportunities.
- ***Cities of Service.*** In January 2010, Detroit joined nine other cities in accepting the Cities of Service Leadership Grant designed to engage residents in meaningful volunteer opportunities. Detroit’s focus is on community pride, public safety, and youth development. The inaugural initiative, Team Bing Detroit Mentoring, was launched in February with the goal of engaging Detroit youth in career exploration, service learning, and cross-cultural educational opportunities.
- ***Skillman Good Neighborhoods Initiative.*** The Skillman Foundation is in the fifth year of a 10-year \$100 million commitment to six neighborhoods in Detroit focused on improving the wellbeing of youth. Each of the six neighborhoods has a resident-led governance group that drives an agenda for improvement.
- ***Excellent Schools Detroit.*** This coalition, which is committed to having every student in an excellent school by 2020, is implementing a transformational plan designed to foster excellence across traditional public, charter, and private schools.
- ***United Way Turnaround Schools.*** The United Way for Southeastern Michigan has committed to turning around every high school “dropout factory” in the tri-county region. They have begun with two schools in Detroit and expect to add more in the next several months.

Juvenile Justice System Reform

In addition to these current initiatives, Wayne County has helped lead the nation over the last 10 years with a dramatic reform of its juvenile justice system. In 1999, the county’s juvenile justice

services were in such disarray that they were in danger of being taken over by the federal government. Instead of a system described as "locking them up and throwing away the keys," an approach was devised that emphasizes home-based programs, community involvement and targeted treatment programs such as placement in secured facilities for sex offenders and youth with drug and mental health problems.

The services continuum is built on the belief that intervention at the right time, in the right dosage, creates the best opportunity to produce the right result. And, waiting until a youth enters the court system means interventions are likely too late. Now services are immediate and results reinforce community safety and family unity. Correct Course is an example of that approach. Using a trusted screening tool, youth are diverted from the formal docket to community-based services with a formal service plan. With more than 1,300 juveniles entering Correct Course through 2009, 90.3 percent of the youth were still out of the formal justice system, one year after treatment.

Other data points illustrate the success of this approach. In 1998, the average daily population of Wayne County youth placed in DHS Public Training schools was 731. In 2010, there were only two Wayne County youth in a Training school. In addition, the case management approach to their coordinated community care approach has created a reduction in recidivism from 38 to 56 percent to 18.1 percent, reduction in residential care costs from \$115M to \$72.9M, reduction in out-of-state residential placements from 200 to 0, decreasing secure detention utilization by 50%, and reducing high secure length of stays from 2 years to 11 months.ⁱ

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Reducing Homicides

One of the most significant success stories is the reduction in homicide numbers to its lowest level since 1967. Unofficially, there were 308 homicides in 2010, a decline of more than 15 percent from 2009. In addition, nonfatal shootings in Detroit decreased 10.5 percent last year from 1,307 to 1,170 in 2010. This downturn is due, in part, to a data-driven deployment of officers.

* * *

These initiatives build upon the foundation laid by hundreds of efforts in neighborhoods throughout the city. However, despite all this good work, youth violence is still a profound challenge in our city.

Our Planning Process

The City of Detroit, in partnership with the United States Attorney, joined the six-city National Forum on Youth Violence Prevention in May 2010. The purpose of the forum, which is co-convened by the US Departments of Justice and Education, is to share knowledge and develop comprehensive networks and strategies that blend prevention, intervention and enforcement towards preventing youth and gang violence. The planning process in Detroit has been collaborative, inclusive, and productive.

On June 22nd and 23rd, the Mayor conducted listening sessions with representatives from the faith community, youth, law enforcement, business, philanthropy, education, public health, jobs and training and community groups to gather information on what is working and not working in the effort to mitigate youth violence. The NAACP also convened a listening session that elicited many of the same priorities. On August 25, 2010, the Mayor convened all of the listening session participants to further flesh-out the information gathered during the listening sessions.

The priorities were consistent across the sessions and affirmed in a survey of key stakeholders conducted between the June and August meetings. The top priority expressed was always more adult involvement. The next three priorities were education, employment, and law enforcement. These themes framed our planning process moving forward.

Other concerns raised through the Listening Sessions are being addressed by the development of this plan. For example, almost all the participants articulated a strong desire “for coordination” and “for an overall plan.” They also wanted more interagency coordination, a plan that would balance different approaches, more data sharing and an effort to address structural challenges, such as the lack of jobs.

Through the fall, efforts continued with a coordinating committee of leaders, including Deputy Mayor Saul Green, Chief of Police Ralph Godbee, Public Health Officer Dr. Yvonne Anthony, Executive Assistant US Attorney Stephanie Dawkins Davis, Skillman Foundation Vice President Tonya Allen, and Chief Service Officer Annie Ellington. During this period, funds were identified to hire a coordinator, the position was announced and advertised, and candidates interviewed. Lastly, the coordinating group developed a Steering Committee to guide this effort moving forward.

The Steering Committee is a cross-sector leadership group that represents different constituencies and key organizations that will play important roles in every facet of the violence prevention strategy. A list of members can be found in the Appendix. The Steering Committee has been meeting regularly since January 2011 to develop principles, select pilot areas, and plot strategy. The Steering Committee, whose membership will be augmented with business leaders and community leaders from the pilot areas, will continue to guide youth violence prevention efforts.

In addition, a data workgroup supports this effort. Led by the city’s principal epidemiologist, the team includes representatives from the Detroit Police Department, the Department of Health and Wellness Promotion, Data Driven Detroit, and the Skillman Foundation.

The next step, as described below, is to engage community leaders and youth in each of the pilot areas and begin to craft a strategy for each area.

Understanding Youth Violence in Detroit

Our working definition of youth violence is one developed by the Center for Disease Control:

Youth violence refers to harmful behaviors that can start early and continue into young adulthood. The young person can be a victim, an offender, or a witness to the violence. Youth violence includes various behaviors. Some violent acts—such as bullying, slapping, or hitting—can cause more emotional harm than physical harm. Others, such as robbery and assault (with or without weapons) can lead to serious injury or even death.

The impact of this violence is deeply felt. As one scholarly article put it, “The most commonly described impact of violence was a tremendous and overwhelming sense of fear, anger, and isolation among neighborhood residents and many individuals mentioned having lost children, loved ones, and friends.”ⁱⁱ

The data outlines the extent of our challenge.

- There were 106 homicides of children, youth and young adults (up to age 24) in 2010.
- The Detroit Police Department apprehended 12,414 youth and young adults for criminal activity in 2010.
- The homicide rate among Detroit youth aged 15-24 years, far exceeds Michigan and Wayne County rates. In 2007, the homicide rate among youth aged 15-24 years was 80.5 deaths per 100,000 youth, a rate more than triple the Wayne County rate (15.0 deaths per 100,000) and the State of Michigan rate (13.6 deaths per 100,000).
- The Emergency Medical Service made 942 calls to youth victims (15-24 years) for shootings, stabbings, or assaults during 2007 - 2010. The total number of calls in that same period was 3,047, therefore, calls to youth victims comprised over 30 percent of all calls.

Homicides and other violent crimes committed in the city of Detroit typically involved young men (typically as both suspects and victims) who used firearms. Incidents were concentrated in particular geographic areas and suspects and victims were typically involved with known groups of chronic offenders.

Youth violence also pervades our schools:

- In 2009, 25.4 percent of Detroit high school students reported being in a fight on school property one or more times during the year compared with 11.3 percent of high school students in Michigan and 11.0 percent of high school students in the U.S.
- 7.6 percent of Detroit high school students carried a weapon to school, compared to 5.4 percent of high school students in Michigan and 5.6 percent of high school students in the U.S.
- In 2009, 13.0 percent of Detroit high school students reported being threatened or injured with a weapon on school property compared to 9.0 percent of high school students in

Michigan and 7.0 percent of high school students in the U.S. This rate has increased from 7.7 percent in 2005 to 13.0 percent in 2009 among Detroit high school students.

- In 2009, 19.1 percent of Detroit high school students and 27 percent of 11th graders reported not going to school because they felt unsafe at school or on their way to or from school; this rate was 7.4 percent among all high school students in Michigan and 5.0 percent for high school students in the U.S.

Minorities are Overrepresented in the Juvenile Justice System

As in other parts of the country, more minorities are in the criminal justice system in Michigan than one would predict by their proportion in the general population. The Michigan Committee on Juvenile Justice reports, “African American youth in Michigan experience disproportionate contact at all stages of the juvenile justice system.”ⁱⁱⁱ

According to the US Department of Justice, understanding overrepresentation is a matter of understanding how a specific juvenile justice system operates, with all its interdependent parts, to result in more minority juveniles entering and penetrating further into the system.^{iv}

Wayne County is a part of a state funded effort to significantly reduce disproportionate minority contact.

Other Challenges

High levels of poverty and low levels of educational achievement are challenges as well.

In 2008:

- 28.3 percent of families lived below the poverty level compared to 21.7 percent in 2000.
- Median household income averaged \$29,423 for Detroit residents compared to \$49,694 statewide and \$52,175, nationwide (US Census, 2005-2007).
- 21.7 percent of persons living in Detroit were unemployed compared to 9.4 percent statewide.

Only 11.3 percent of Detroit residents have a bachelor’s degree or higher compared with 31 percent for the metro area as a whole.

Finally, Detroit’s population is shrinking. Based on annual population estimates, the city has lost an average of 2,000 people each year and over 30,000 persons over the past ten years. According to the 2000 census, 951,270 people lived in Detroit. By 2006, the population dropped to 871,121.

One of the impacts of the shrinking population is that some neighborhoods are hollowed-out. There are approximately 30,000 vacant homes, according to a 2009 residential parcel survey, and 10,000 are considered dangerous. By April of 2011, 3,000 structures are on track to be demolished; with another 3,000 scheduled for the 2011-2012 fiscal year. The proliferation of vacant homes and lots makes it more difficult to develop the community cohesiveness and defensible space that often serve as foundations for violence prevention efforts. Vacant structures also serve as settings for illegal activities.

Youth Violence is Concentrated

Youth violence in Detroit is concentrated in several areas. Cluster analysis conducted by our data team (see Appendix for a list of members) starkly illuminates the hot spots for youth violence in our community. The hot spots were identified by using two key data points: youth apprehensions by the Detroit Police Department (DPD) and Emergency Medical Service (EMS) calls to youth for assaults, stabbings, or shootings.

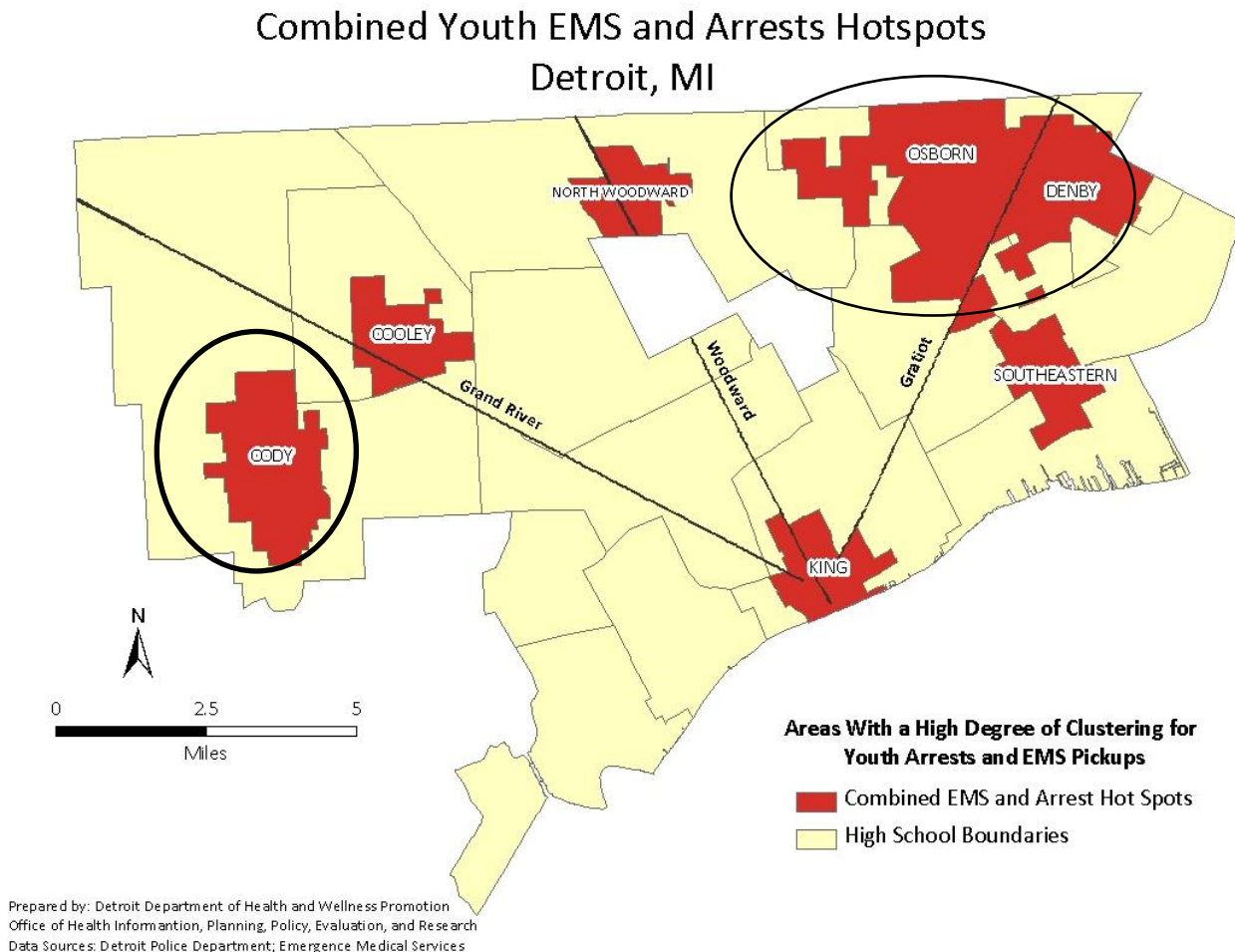


Figure 1: Pilot Areas

Given the concentration of youth violence in specific places and the large size of Detroit – making it impractical to tackle the entire city at once – a decision was made to concentrate in one or two pilot areas as a starting point for this effort.

Given this decision, the Steering Committee (members listed in the appendix) analyzed seven hot spots (See Figure 1.) utilizing straightforward data-based and strategic criteria. They were:

- The area has a significant concentration of youth and above average youth violence.
- There are assets in place to be mobilized (especially because there are no new funding streams at the moment to support significant additional investments).
- Selecting this area may have a positive domino-effect on other neighborhoods.

After applying these criteria, the Steering Committee selected the Osborn/Denby and Cody areas. Osborn and Denby, which are adjacent to each other in the northeast corner of the city, were selected as a combined area because the youth tend to freely move back and forth between the two communities. Further, important neighborhood assets are located on Gratiot, the main road which both separates the two high school attendance zones and connects the two neighborhoods.

Cody and Osborn are neighborhoods that are a part of the Skillman Good Neighborhoods initiative. This 10-year, \$100 million initiative is focused on improving the wellbeing of children and youth in six neighborhoods. The first five years of this effort focused on building civic infrastructure and community capacity such as community governance frameworks, data capacity, inventories of youth development organizations and services, and expansion of critical community and youth serving organizations. Skillman's investments have attracted other city, state, federal, and philanthropic investments. It is expected that the foundation will continue with significant investment for another five years. More information on each of these pilot areas can be found in the next section.

Detroit's Youth Violence Prevention Strategy

Our strategy development has been guided by a set of principles that emerged from the deliberations of the steering committee. The overarching theme of these strategies is that more enforcement and more young men in prison will not solve our challenges around violence, rebuild our neighborhoods or help restore the greatness of Detroit.

Our strategy also must follow the tenets of an effective reform strategy. We must consistently be data driven, evidence based, and focused on results. We also must foster collaboration and alignment. No one entity can, by itself, significantly reduce youth violence. We must be working together and pulling in the same direction.

Strategic Principles

Changing culture to embrace non-violent conflict resolution. Too many youth are taught, from a very early age, that violence is a legitimate strategy to solve everyday problems. And, more violence emerges from a seemingly endless cycle of revenge. That must change. We are using restorative practices; conflict resolution methods that help build positive relationships and restore a sense of community. These practices are now being taught in schools, churches, and other venues across Detroit and will serve as a new template for how differences are resolved.

Really understand the realities youth face. Some youth fend for themselves. Some join gangs because of economic realities. Schools may not be safe or preparing them for colleges or careers. Few have positive male role models. Unless our strategies reflect these and other realities, we will not succeed.

Prevention strategies are always the first choice. Whenever we reach youth through a prevention strategy we give them a greater chance to succeed. Prevention is also cost effective, saving \$8-10 for every dollar spent.

Prevention strategies must focus on helping youth carve career paths. Too many youth in our most challenged neighborhoods do not see a positive future for themselves. Few – or none – of their peers go to college, and positive male role models are scarce. “Routine” prevention strategies like after-school programs are always needed, but unless they help youth see a path to a career and a purposeful life, we will not succeed. Therefore, our work must construct a path that includes education, training, jobs, and college and career awareness to help youth find their way out.

Schools that work. Virtually every traditional comprehensive neighborhood high school in Detroit is a so-called “dropout factory.” Recent analysis illuminates one of the challenges: high school students are absent an average of 46 days per year, and this does not include “approved” absences because of out-of-school suspensions. While our violence prevention strategy is not a school reform strategy, we will pursue efforts to help youth stay in school and succeed.

Empowered communities. Unless empowered residents – adults and youth – are working together to change the conditions of their neighborhoods, we will not succeed. Fortunately, there have been systematic efforts over the past five years to help community leaders develop neighborhood

governance councils that are comprised of residents and stakeholders. Each is staffed and has a comprehensive community plan, which includes a community safety element.

Addressing the challenge of crews and gangs. Detroit, for the most part, does not have a “traditional” gang culture of larger, well-organized gangs that are often a part of a national network. We have many “transient” gangs or “crews,” smaller groups with fluid membership. Crews and gangs can terrorize neighborhoods, recruit out-of-school youth, and engage in crime. Our anti-gang, anti-crew strategy is designed to reduce their pervasive negative influence and provide youth with alternative paths.

Three Year Plan

Detroit’s three-year Youth Violence Prevention strategy is a robust, multi-layered strategic framework that aligns with the US Department of Justice’s rubric of prevention, intervention, enforcement and re-entry. This strategic framework encompasses systemic reform and work in pilot areas. The anticipated outcomes are a reduction of youth violence in pilot areas followed by an expansion of the effort into additional neighborhoods using lessons learned from the initial pilot work.

In addition, the City of Detroit has applied for a three-year grant to support anti-gang strategies from the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Gangs, especially transient gangs that are less organized – and often, randomly violent – terrorize some of our neighborhoods including Cody and Osborn/Denby. More information on the anti-gang strategy is below.

Figure 2 illustrates the phasing over the three year plan.

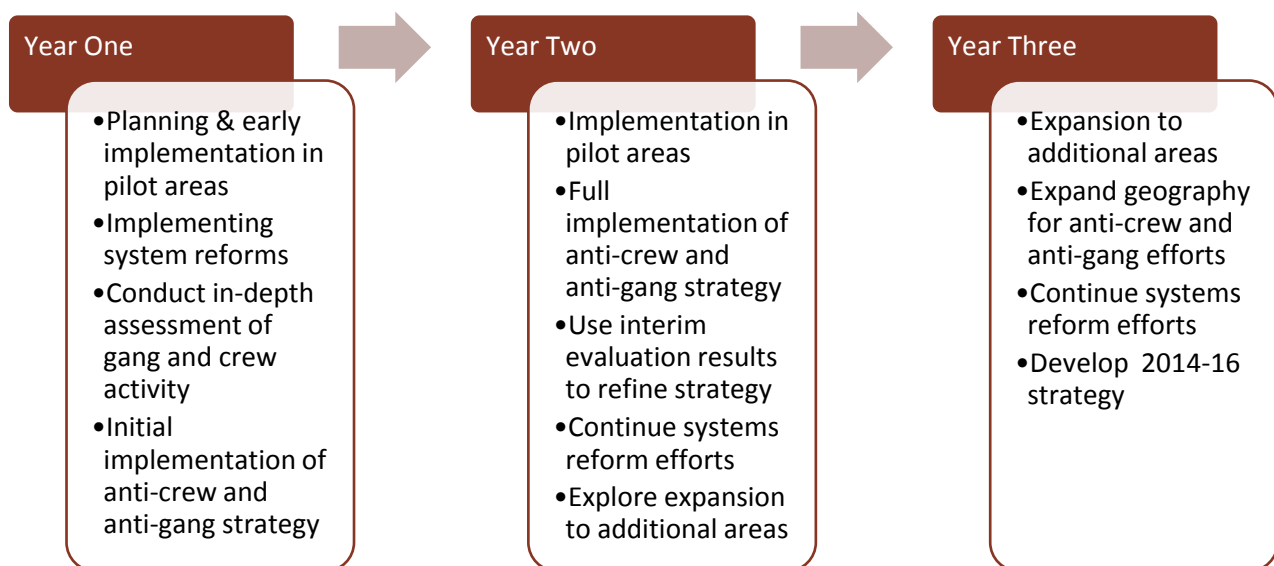


Figure 2: Overview of the Three Year Strategy

Systems Level Strategy

A systems-level strategy is central to our long term success. The financial pressures placed on public and nonprofit agencies because of the long term decline in Michigan and Detroit's economies has led to a diminished capacity to address public safety and other issues. As an illustration, the Detroit Police Department has lost 1,374 sworn members over the last 10 years, a 33 percent force reduction. Systems reform for Detroit, therefore, includes:

- Learning how to do more with less
- Shifting the culture of organizations toward one that is both results-oriented and fosters increased community support for the criminal justice system
- Fostering more effective partnerships that better support youth development and the prevention of delinquency

While every agency is pursuing some level of reinvention, our most significant effort is focused on efforts to profoundly shift our culture within the Police Department.

Detroit Police Department

"Procedural justice" can be found when one thinks the decision-making process is fair and there is an opportunity to engage. This value – which is substantiated as an effective framework in the research literature – underlies the strategy for reforming internal and external operations of the Detroit Police Department (DPD). When notions of procedural justice are applied to internal operations, employees gain a "voice" in the organization and, by gaining this voice, develop a deeper commitment to the work of the organization. This commitment is essential to more effective policing.

When procedural justice ideas are applied to external operations, residents – no matter whether they are offenders, victims, witnesses or everyday citizens – see the fairness in the way officers conduct their business. Offender forums are an example of this approach. They set forth a straightforward message: "If you offend again we will prosecute you, but, we would rather not. Here is a range of services and opportunities to help you find another path." By creating a fair setting, in this case, offenders are less likely to offend again.

Further, the department is supervised by a federal monitor who oversees mandated changes in the use of force and treatment of prisoners. When Mayor Bing took office in May of 2009, the department was only 29 percent compliant even though it had been under supervision for seven years. For those seven years, the city has had officers working on compliance issues instead of patrolling the streets. Millions of dollars have been paid in legal and other fees and, most importantly, the reputation of the department suffered every day that went by without progress. The city, under the leadership of Mayor Bing and DPD Chief Godbee, expects to be fully compliant by the end of this calendar year.

New management procedures are being instituted that will move sworn officers from desk jobs back to police work. Seventy-five officers have been redeployed based on crime data to make sure our resources are focused on the areas of highest need and greatest impact. The reform strategy will also consider how the deployment and practices of officers can link more effectively to prevention

and diversion programs, such as delivering apprehended youth to the Wayne County Juvenile Assessment Center, the intake program for all county-led diversion initiatives.

Since the residency requirement for city employees was eliminated by the State of Michigan more than a decade ago, approximately half of our police force has moved out of the city. Thanks to an incentive program called Project 14, police officers will soon be moving back into Detroit neighborhoods, creating a 24-hour public safety presence. We are encouraging our officers to “live where they work.” Backed by the President’s Neighborhood Stabilization Program, Project 14 will provide federal funds for our public safety officers to acquire, renovate and make a down-payment on a high-quality home.

Policy Agenda

The second major element of our systems reform strategy is the development of an ambitious policy agenda that will lead to changes in law, procedures and enforcement practices. Currently, the Youth Violence Prevention Steering Committee is actively working with the City Council and city departments, including Police, Health, and Human Services, as well as the local school district, to develop this agenda. An initial list of items that have been identified for further review include:

Topics that will be examined as our policy agenda is developed include:

- **Curfew.** The current curfew law is largely not enforced. Many claim that curfews do not work. This needs examination.
- **Advertising.** Current law prohibits alcoholic beverage/tobacco advertising within a thousand foot radius of entities such as child-care centers, library, parks, and schools. Community members claim that there is alcohol and tobacco advertising within this perimeter but there is little or no enforcement.
- **Youth Engagement.** The City has a law that mandates a Youth Board which does not exist. The city needs to analyze and develop mechanisms for structured youth engagement and determine appropriate policy changes.
- **Bullying.** Bullying is a problem. Recently, the Detroit City Council passed an anti-bullying ordinance as a means to reduce behaviors that can escalate to violent encounters. There are also concerns that criminalizing bullying is not a successful strategy.
- **Safe Routes to School.** One of the most common complaints from students is the lack of safe routes to school. Various programs have come and gone over the years. We will explore whether there are any legislative tools that can provide police officers and community members with additional mechanisms to create and sustain safe routes.

Changing state law is important as well. Current efforts are focused on:

- Realigning fiscal resources to promote the use of community-based programs, over out-of-home placement.
- Upholding the constitutional rights of youth in the justice system, by establishing standards for juvenile competency in delinquency hearings and public defense representation.
- Using adolescent development research to inform policy, such as seeking statutory changes to the practice of sentencing juveniles to life without the possibility of parole.

Building on Existing Enforcement and Reentry Efforts

Local, state and federal law enforcement agencies have launched several major violence reduction initiatives in recent years that serve as anchors for our strategy.

Comprehensive Violence Reduction Partnership (CVRP). Launched in July 2010, this partnership was assembled to address violent crime in Detroit. Convened by the US

Attorney's Office, partners include the Detroit Police Department, the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, Firearms and Explosives, the Drug Enforcement Administration, Homeland Security Investigations, the Wayne County Prosecutor's Office, the Wayne County Sheriff's Department, Michigan State Police, Michigan Department of Corrections, US Marshal's Service, the High Intensity Drug Trafficking Area, and Michigan Prisoner Re-Entry Initiative. Seventy-two staff members from the partner agencies support this effort, which has been highly successful at quickly tackling organized criminal activity.

These partners work strategically and collaboratively to make the best use of scarce resources and to ensure each agency knows what the other is doing. Joint work focuses on enforcement operations, prevention programs, and community outreach. CVRP members have participated in a series of town hall meetings to obtain input from the community and to answer questions about our work.

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The CVRP recently tackled a crime spree by members of the "Brightmoor Gangsters" on Family Dollar Stores. Through the collaborative efforts of all the agencies, nineteen robberies were closed, two subjects were charged federally, warrants were issued on two other subjects and three other subjects are currently under investigation, all within seven days.

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Comprehensive Anti-Gang Initiative (CAGI). CAGI brings together law enforcement agencies, community groups and nonprofit organizations to reduce criminal gang activity. The law enforcement partners employ a data-driven approach and meet on a regular basis to discuss investigations and to coordinate prosecution decisions.

Launched in October 2008, the strategy combines prevention programs, intervention methods, offender re-entry programs and law enforcement efforts to suppress criminal activity. Partners develop and implement programs to help youth and community residents who may be susceptible to, or victimized by, gang activity.

Michigan Prisoner Reentry Initiative (MPRI). Michigan, which "has developed one of the most comprehensive statewide re-entry initiatives in the United States" according to the Council of State Governments, has a site in northwest Detroit which receives approximately 3,500 returning offenders per year. The initiative, based on preliminary outcome tracking through Mid-May of 2010, has shown a relative rate reduction of 33% fewer returns to prison for parole violations or new crime compared to baseline expectations.

Built upon best practice frameworks, the Detroit site has developed partnership to systematically connect returning offenders with work opportunities. This includes a

partnership with the state housing authority to construct 8-10 homes that will serve as supportive housing for eligible individuals, including former prisoners. In addition, a partnership with Goodwill Industries and supported by the Joyce Foundation will provide light industrial jobs.

Pilot Area Strategy

The heart of our pilot area strategy is applying our strategic principles to address “hot spots,” places where there are elevated incidents of youth violence. The goals of the pilot area strategy are to not only reduce youth violence, but to build our capacity and extract lessons that can be utilized as we expand to other parts of the city. As noted above, the steering committee identified two areas for initial efforts, Osborn/Denby and Cody.

Existing Efforts in the Pilot Areas

One cannot overestimate the impact that the Skillman Foundation, one of our major partners, has had on the Cody and Osborn neighborhoods in recent years. Their Good Neighborhoods Initiative, which is anchored by a deep commitment to community empowerment, has fostered the development of resident-led neighborhood governance structures that define their own agenda. In addition, Skillman and its partners have systematically built the capacity of youth serving organizations, fostered the development of data-driven frameworks that will lead to being able to track youth as they are served by various programs, and perhaps most importantly, helped to instill a sense of hope within these neighborhoods. Cody and Osborn have both benefited from this investment.

The Cody-Rouge Area

Cody-Rouge, which is in the western outskirts of the city, is an area where the civic infrastructure and youth development assets are growing. In Cody, the most significant youth serving institution is historic Don Bosco Hall. Founded in 1954, Don Bosco provides a range of programs such as the Eagle Program, which is an intensive, short-term intervention for adjudicated male-youth, and the Male Leadership Academy, which provides comprehensive education and treatment services also for adjudicated male youth.

The newly-established Boys and Girls Club is a full service Club. Partnering with the Henry Ford Hospital Mobile Health Clinic, the club provides health care for youth aged 1 week to 18 years. With health care lacking in the city of Detroit, this is one step of seeing youth get the health care they need.

Cody High School – identified as a “dropout factory” by Johns Hopkins University – has recently been awarded \$1.6 million through the United Way Venture Fund to support a five-year, small-schools, turnaround initiative. The Small Schools at Cody High School are founded upon the belief that all children have the right to a first-class education and the opportunity to reach their full potential. Their goal is to help students develop their own voices by teaching them the ability to solve complex problems, think critically, and advocate persuasively for themselves and their communities.

The Cody High School Complex is currently utilizing its theme-based programs and smaller intimate settings as a marketing tool for recruiting, hiring and retaining staff and students. The complex is comprised of the Cody Detroit Institute of Technology, Cody Medicine and Community Health, Cody Academy of Critical Thinkers, and the Cody Academy of Public Leadership, which regularly engages students in community affairs. In the first year of the program, chronic absences were reduced by 25 percent. And, as of January 2011, over 75 percent of the students were on track to complete 9th grade, a remarkable change.

Community improvement efforts are driven by the Cody Rouge Community Action Alliance, a coalition of residents and local organizations.

After a bus stop shooting that was aired nationwide two years ago in which 7 youth were shot, the community decided to be a part of the solution. The community safety element of their strategic plan focuses on ensuring safe routes to school, organizing block clubs, and strengthening the neighborhood watch. They partner with Detroit Impact, Inc., a community center and resource for children and youth, and three longstanding CB patrols. Volunteers take shifts to provide surveillance before school starts and after dismissal.

The Cody Rouge Faith Alliance supports this work with a 13-churches partnership. They open their doors during travel time. Detroit Impact also leads the Youth Ambassadors program, a leadership program for youth that is focused on violence prevention.

The Osborn/Denby Area

The Osborn neighborhood is anchored by several main institutions. Matrix Human Services is located on Gratiot, the boundary that separates the Osborn and Denby Tech attendance zones. It has a major facility that houses almost 20 organizations, all of whom provide some services to youth. The Boys and Girls Club also has a major facility on Gratiot, and their Project STARS (Strategically Targeting At Risk Students) program focuses on recruiting 300 at-risk middle school students who need intervention services in order to succeed academically and to abstain from risky behaviors, including those that can lead to juvenile delinquency.

Black Family Development, the lead entity for the Promise Neighborhoods effort in Osborn, is a large agency with a \$26 million annual budget. They provide family preservation, positive youth development, juvenile justice services, mental health services, substance abuse, and other services. Most importantly, they are also leading efforts to organize Osborn, block-by-block. In 2009, 295 blocks were organized, 31 community block club meetings were held, 71 residents were trained in block club leadership, and 41 residents participated in community safety and block club development workshops.

The MAN Network is a collaborative effort of churches in the Osborn community to create a network of men that will take a responsible role in the community to provide safety, structure, and support. At the heart of The MAN Network is their commitment to making communities safer for children. Similarly, Detroit 300 is a coalition of “citizens, civic groups, organizations and businesses that came together to “fight and deter crime in our residential areas . . . its sole focus is to help communities organize to eradicate crime by policing targeted areas and collectively pursuing

individuals who wreak havoc, mayhem, and terror.” Detroit 300 is active in Osborn and other neighborhoods throughout the city. In communities where men are often decried as the problem, men are coming together in Cody-Rouge and Osborn to reclaim their community.

Osborn High School, also known as a dropout factory, is part of the same United Way cohort as Cody. Like at Cody, four small high schools have been created for 9th graders and the new schools will grow one grade per year.

At the same time, the Denby area, which is also one of the most challenged neighborhoods in the city, has not benefited from the largess that has been invested in Osborn and Cody. Anchored by a low performing high school where fewer than half of the students make it to 12th grade, Denby does not have the community organizations that drive improvement efforts as in Osborn. They do benefit from the youth-serving organizations mentioned above that are located on the border between the two areas.

Youth Violence Prevention Strategies for the Pilot Areas

Our efforts to build specific strategies for each of our pilot areas will be anchored in our strategic principle of **empowered communities**. This will be operationalized through creating **Community Safety Teams**.

Community Safety teams will bring together neighborhood leaders, service providers, and key city agencies including DPD, and others to take responsibility for guiding work in their community. These teams will be supported by a full-time Youth Violence Prevention coordinator working out of the Mayor’s office, possibly assisted by outreach workers who will have more of an on-the-ground presence. The teams, using timely data, will monitor youth and other violence in their community, advise on the deployment of resources, foster alignment and collaboration across existing efforts, and be a voice for stopping the violence.

Specific youth violence prevention strategies will be selected to complement existing efforts and draw from evidence-based practices. Further, these strategies will be guided by the DOJ framework of prevention, intervention, enforcement, and reentry, augmented by our special focus on helping youth see a path to a career and a purposeful life.

Some of these efforts can be supported with existing funding; others will reflect grant applications in process, and some will require new funding.

Prevention Strategies

As already noted, Osborn and Cody-Rouge are already home to a rich palette of youth development programs, recreational opportunities, training programs, youth leadership programs and the like. Further, the Skillman Foundation, working with community-based partners and Brandeis University, is developing a systematic analysis of youth-serving efforts that will help identify gaps for further capacity building and investment. The prevention efforts described below are designed to complement efforts already in place.

Note. The items with a line on the right border are also key elements of our anti-crew, anti-gang strategy which follows.

Foster Widespread Use of Restorative Practices. The first approach will be to increase the use of restorative practices to build a culture of respect, inclusion and accountability among youth in the targeted communities. As defined by the International Institute for Restorative Practices (IIRP), “Restorative practices provide a general framework for a broad range of approaches that give those most affected by conflict the tools and principles needed to resolve problems and build relationships. The underlying premise of restorative practices is that people are happier, more cooperative, more productive and more likely to make positive changes when those in authority do things with them rather than to them or for them. This premise is part of a unifying conceptual framework that helps to explain human motivation and social behavior, from families and classrooms to workplaces and communities.”

Evidence suggests that the restorative practices model could be effective in reducing violence in Detroit schools. In a similar high school setting in Philadelphia, violent acts and serious incidents dropped by 52% in 2007-08 compared to 2006-07, and were down an additional 40% in 2008-09. Total suspensions also dropped 24 percent in a one year period.^v

This approach to rebuilding relationships and community is taking hold in Detroit through a series of trainings in schools, churches and neighborhood settings. We believe one of the keys to changing culture in our community is to support widespread adoption of a particular approach so increasing numbers of people and organizations have a shared understanding of how to work together better.^{vi} Therefore, we will continue to spread the use of restorative practices in our pilot areas and throughout Detroit.

Launch Operation Safe Passage: Alternatives to Suspensions and Expulsions. Operation Safe Passage is a new effort led by the Detroit Police Department with other law enforcement and community partners to create in-school alternatives to suspensions and expulsions. When a student is suspended in most Detroit Public School high schools, they are usually not allowed to be in school or on school grounds. And there were approximately 29,000 suspensions in the last school year. This usually means many days on the street for youth and more exposure to gangs and violence. Operation Safe Passage will create a structured environment for in-school suspensions and expulsions that draws from best practices around the country. The program will include tailored curriculum, physical education, and counseling, psychological and social services.

In addition, the initiative will include a prevention strand that includes Gang Resistance Education and Training (GREAT); Project Sentry, which educates youth on problems related to gun and gang violence; family strengthening activities through partnerships with nonprofit organizations; and support for learning nonviolent conflict resolution tools such as mediation and restorative practices. This effort, which is already being piloted at Henry Ford High School, will be expanded to Cody and Osborn high schools in the next two years.

Create more safe recreation opportunities. Because of enormous budget pressures, the City of Detroit has substantially cut back its support for recreation centers and parks, shuttering some of them. Youth continue to need access to safe recreation opportunities.

We will explore the development of public-private partnerships with businesses that are willing to assist with funding and maintaining the rehabilitation of deteriorating parks and recreation centers.

Intervention Strategies

Stopping violence before it happens and providing constructive paths for those who are already gang-involved or have had brushes with the law serve as a foundation for our intervention strategies.

Renew Operation Ceasefire. Years ago, Detroit had an Operation Ceasefire program. This effort does not exist now, but there is a strong interest in renewing it. Some youth violence is part of a vicious circle of revenge and retribution that leads to increasingly serious violence. The violence “interrupters” of the Operation Ceasefire strategy would be an effective tool to eliminate this vicious circle, especially as it relates to violent acts between crews and gangs.^{vii}

Use Offender Forums. These sessions, which bring together offenders with community leaders and representatives of the law enforcement, criminal justice organizations, and youth-serving organizations, are used to guide offenders toward a more constructive path. When used as a primary strategy in a specific neighborhood in San Francisco, for example, there was a 51 percent drop in arrests for aggravated assault, burglary and robbery compared to the same time period the previous year. In addition, there was just one homicide during this period compared to four and six in the two previous years.^{viii} There are concerns about how to faithfully implement a proven model for offender forums since some designs appear to be very effective and others not. After adequate research and training, we plan to deploy several offender forums and evaluate their effectiveness as a tool for our city.

Restore the Community Prosecutor Program. The Wayne County community prosecutor’s program was a widely recognized effort to place a prosecutor on site to work in a neighborhood, in partnership with the police and other entities, and resolve neighborhood issues that often cannot be addressed in a traditional prosecutorial format.^{ix} Wayne County’s program was cut back because of funding cuts. We seek to restore this program in our pilot areas.

Enforcement and Reentry Strategies

The foundation for our enforcement and reentry strategies will be the existing efforts, described above. We expect that as Community Safety Teams develop strategies, further enforcement and reentry strategies will be developed.

Links to Opportunity

The ultimate goal of this strategy is to re-construct summer and year-round youth employment systems to ensure all youth have access to job and career opportunities.

Link Youth to Jobs and Careers. Too many youth do not see a future for themselves that includes gainful employment. High unemployment often means that youth do not have

adults in their lives that are fully employed. Also, the lure of street life is powerful, and often lucrative. Finally, returning offenders often have even bleaker job opportunities because fewer businesses hire those with a criminal record. All of these reasons make it essential to better link prevention, intervention, and reentry strategies for youth with active linkages to the employment pipeline and opportunities to build their skills of entrepreneurship.

A model for this strategy can be found in the Michigan Prisoner Reentry Initiative, described above, which creates explicit training and job opportunities, through partnerships, for returning offenders.

An initial example of our efforts is an emerging partnership between an environmental organization, a nonprofit organization with experience in training and economic development, and our youth violence prevention partners to apply for a Department of Labor grant that supports job training for returning offenders.

We also seek to expand the summer youth employment program and other youth training and employment strategies. Our efforts recognize that some youth need life-skills training prior to or as a part of their job training. Detroit has several excellent programs that offer this type of training, such as Goodwill Industries' Flip the Script. We seek to expand the number of slots because every program like this now has a waiting list.

Foundations for Success

Unless youth know about services and opportunities and are able to get to the site location, they will not take advantage of them.

Aggressive Media and Marketing Strategies. One of the most common complaints within neighborhoods is, "I didn't know that program existed." In addition, youth are often difficult to reach using traditional marketing strategies. Texting, Facebook, Twitter and other similar social media are more often used by youth. We seek to launch an aggressive marketing campaign, with an emphasis on the use of social media, which fosters the increased use of nonviolent approaches to conflict resolution, connects youth with programs and services, and raises awareness around youth violence prevention. In addition, we will support the maintenance and expansion of a youth-friendly website that provides information on resources.

Traditional media and radio in particular is not only an essential for reaching youth, it needs to be used to reach other key constituencies. We will launch a media strategy designed to engage new partners in our efforts.

Expand access to resources and services. Detroit is a large city, many service locations and schools have been closed, and public transportation is inadequate. In order to ensure youth are connected with appropriate services and resources, it is essential to attend to issues of access. We will look to partner with entities that will provide transportation to after-school activities and/or employment at little or no cost. In addition, we will explore using Detroit

Public Schools as Neighborhood City Halls a couple of days a week to bring resources back to the community.

Expand Steering Committee. Our Steering Committee has identified the need to add stronger representation from the business community and stakeholders from our pilot areas as priority.

Develop Integrated Strategies

Too often, programs and initiatives operate in silos and fail to find operational synergies. As plans are developed in pilot areas, we will develop integrated and phased strategies that complement each other. For example, after targeting a specific gang or crew for enforcement, prevention and diversion programs could be marketed to youth in the area, and restorative practices could be taught at local churches or schools as a means building a more nonviolent culture and connecting youth to opportunity.

This set of initiatives, anchored by the enforcement strategies of CVRP and CAGI, and layered on a robust mix of youth development programs and services, represents a coherent set of activities that flow across the prevention, intervention, enforcement, and reentry spectrum. They are additionally complemented by specific anti-gang strategies described next.

Detroit's Anti-Gang Strategy

According to a 2008 Gang Assessment conducted by the FBI:

- Non-traditional gangs or “transient” gangs pose a significant threat to Detroit. These are followed by Latin-American gangs and outlaw motorcycle gangs.
- The Detroit gang presence is different from that of other cities. There are very few traditional or national gangs. The vast majority of street gangs in Detroit are non-traditional, loosely organized groups of young males conducting criminal activity.
- The Detroit Public High Schools are exceptionally vulnerable to gang activity due to specific gang alignments.

These transient gangs require a different strategy than traditional gangs. As the police chief framed it, these gangs are comprised of “thugs and underprivileged youth.” Therefore our strategy must create effective alternatives for those youth to leave gangs safely.

In order for us to be successful in reducing youth violence, Detroit must have an anti-gang strategy. Several of the initiatives described above will not only address youth violence in general, they have a specific application to gangs, including:

- Comprehensive Violence Reduction Partnership
- Comprehensive Anti-Gang Initiative
- Michigan Prisoner Reentry Initiative
- Use of Restorative Practices
- Operation Safe Passage
- Operation Ceasefire
- Aggressive Marketing Strategies

Gangs and crews, however, pose a specific challenge. Figure 3 illustrates the criminal activity of one small gang operating largely out of the Osborn/Denby area.

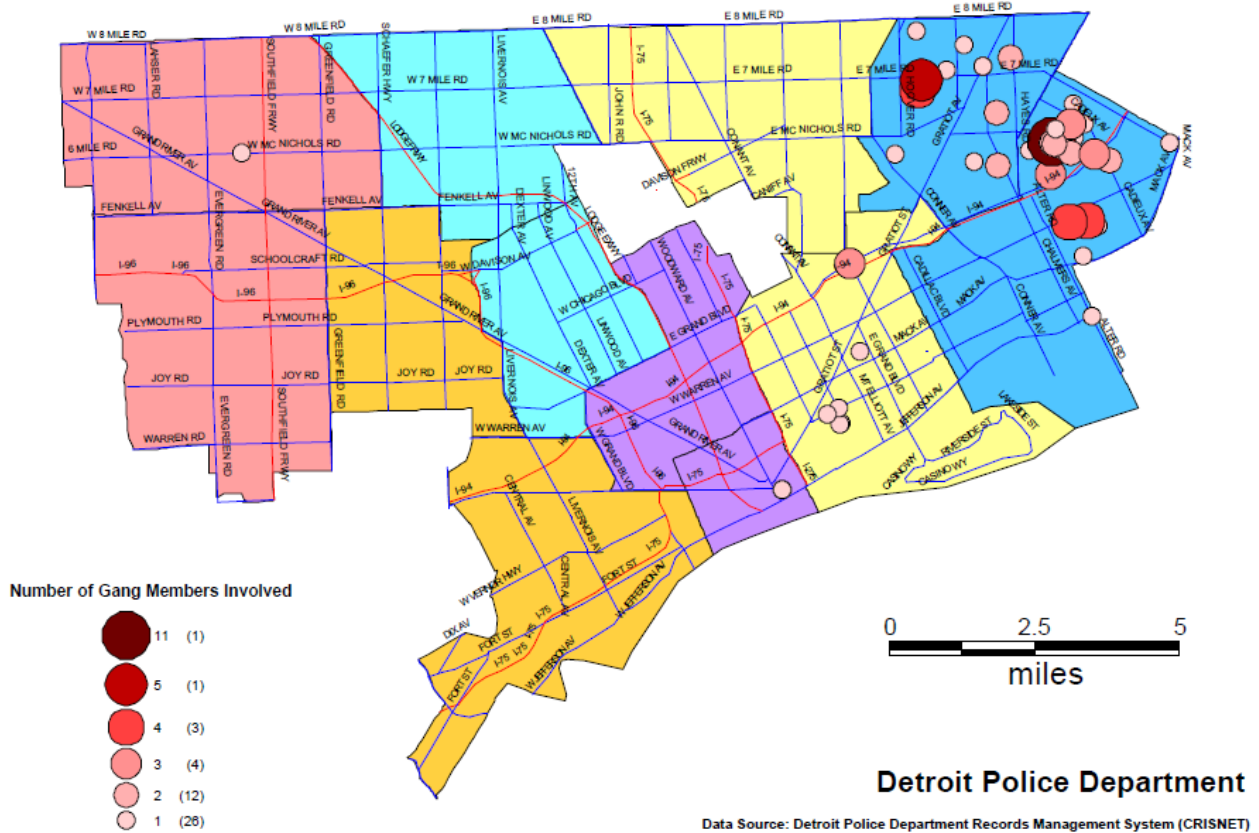


Figure 3: Criminal activity of a single eastside gang

Block Organizing

We will be constructing a partnership to dramatically increase the number of block clubs and increase their capacity to understand gang issues and support the role of law enforcement and youth organizations in prevention and enforcement activities.

The City of Detroit's Neighborhood Access Centers will work closely with Black Family Development in the Osborn community and the Cody Rouge Neighborhood Action Alliance to continue building neighborhood block club infrastructure. In 2009, Black Family Development organized 295 blocks clubs, held 31 community block club meetings, trained 71 residents in block club leadership, and trained 41 residents in community safety and block club development. The Cody Rouge Alliance is building a similar block club infrastructure in its community. These block clubs will work closely with representatives of the Detroit Police Department and community organizations to learn more about transient gang violence and its impact on their communities. They will be provided with information that builds their capacity to understand gang issues and to support the role of law enforcement and youth organizations in prevention and enforcement activities. New block clubs will continue to be organized throughout both target areas.

Gang Targeting Strategy

In addition to the previously mentioned strategies, we will pursue an integrated Gang Targeting Strategy that:

- Diverts, connecting gang members to various diversion and prevention programs.
- Prosecutes, focusing on open cases and utilizing the inter-agency law enforcement partnerships to decide on the most effective strategy.
- Monitors, utilizing the conditions of probation and parole to ensure compliance as well as participation in re-entry programs.
- Integrates, recognizing that resolving gang issues constructively requires attention to where they have influence (especially schools) and their rivals.

In addition, the development of effective strategies for youth to leave gangs safely will be a part of efforts moving forward.

Strengthening Capacity for Data-Based DPD Deployment

DPD has already made great strides in developing data-based DPD deployment strategies through its CRISNET data-tracking system. However, they have not had the capacity to track gang and crew activity in real-time as they are able to do with other data. In order to address this, they will be moving forward with a two-step strategy. Looking historically, they will identify gang and crew members by name, and then analyze arrest data to systematically track gang activity. Going forward, the DPD seeks to use current, “real time” crime and call data. Officers will be trained to track an individual’s gang affiliation along his/her name and criminal activity. This will enable DPD to develop protocols for the regular, systematic analysis of gang activity, develop transient gang-violence mitigation strategies and efficiently deploy resources to address offenses by transient gangs.

Funding Status

Some of the programs above are funded, others are not. A table of all programs, and their funding status, can be found in Appendix I.

Moving Forward

Initial Actions

Substantial momentum has developed during the planning process and we are able to move forward quickly with several “quick wins:”

- ***Doubling the number of youth served by the Summer Youth Employment Program.*** The \$1.5 million from the federal government for summer youth employment has been matched with \$1.5 million of contributions from local businesses. This will be announced shortly.
- ***Demolishing of dangerous vacant homes continues.*** There are 30,000 vacant houses in Detroit, many serving as centers for criminal activity and transient gangs. Of these vacant houses, 10,000 are considered dangerous. The Mayor has committed to tearing down these dangerous structures. 2,400 have been leveled and more will be demolished shortly.
- ***Youth Rally.*** Recently, the Greater Apostolic Faith Temple, Our Kids Come First, YOUTH VOICE, members of the faith community and other coalition partners hosted a “Coming Together for a Better Detroit” rally to focus on safe neighborhoods, quality schools and good jobs.

Governance, Guidance and Staffing

Detroit wants to organize itself for inclusive, collaborative decision making and action. Our work will be anchored by our Steering Committee and augmented with several groups, as described below.

Steering Committee. The Steering Committee, which was named in January, is comprised of leaders from law enforcement, workforce development, philanthropy, community based organizations, public health, faith based, and education arenas. It also includes youth and two city councilmembers. It is chaired by Deputy Mayor Saul Green. The Steering Committee is responsible for providing guidance on overall strategy, serves as a forum for working on collaboration and alignment, and soon, it will help guide implementation. Finally, the members of the Steering Committee serve as links to other important initiatives including the Promise Neighborhoods, Living Cities Initiative, Skillman Good Neighborhoods Initiative, and others.

Youth Advisory Group. We will be creating a Youth Advisory Group that will work with the Mayor’s Youth Violence Prevention Steering Committee on all aspects of the initiative. The Youth Advisory Group will meet on its own and occasionally have joint meetings with the Steering Committee.

Youth Gang Violence Subcommittee. We will be creating a subcommittee that will have a specific focus on anti-gang activity. This group will focus on implementation of the anti-gang strategy.

Community Safety Action Teams. In each of the pilot areas, there will be Community Safety Action Teams comprised of community leaders, agency representatives, and DPD. These groups will focus on implementation in their respective pilot areas.

These teams will be supported by the staffing for the initiative, which includes a full-time coordinator and two part time outreach workers. In addition, there will be staff from various contractors and partners who will help support the effort. The availability of part-time staff and contractors is contingent upon receiving a federal grant.

First Year Work Plan

Our work plan for moving forward balances the need to move expeditiously with the need to move forward in a collaborative, inclusive spirit, fully engaging our community partners. The work plan provides more detail to the first year strategy sketched in Figure 2. In addition, our steps for developing an active partnership with community leaders in each of our pilot areas are described below. Note that throughout this section, several key activities are contingent upon the receipt of grant funding.

Quarter	Key Tasks
First Quarter	<ul style="list-style-type: none"> Hire outreach workers Continue meetings with community leaders and stakeholders in pilot areas Begin selection process for Operation Ceasefire partner Conduct research on best practices for Offender Forums Convene Youth Advisory Group Convene community forums in each pilot area Develop implementation partnerships for Operation Safe Passage Pursue partnerships and additional funds for youth training and career opportunities to link to youth violence reduction strategies Convene monthly steering committee meetings foster citywide strategy development Develop public awareness strategy Develop data-collection strategy with data partners
Second Quarter	<ul style="list-style-type: none"> Support launch of Operation Ceasefire Hold pilot Offender Forum Finalize strategy for each pilot area Finalize evaluation strategy Formalize community safety team in each pilot area Convene regular meetings of community safety teams Begin implementation of Safe Passages at two schools Begin implementation of public awareness strategy
Third Quarter	<ul style="list-style-type: none"> Finalize offender forum strategy and implement Implement pilot area strategies Implement data collection and evaluation strategy Finalize Offender Forum strategy Continue implementation of public awareness strategy Convene regular steering committee and community safety team meetings
Fourth Quarter	<ul style="list-style-type: none"> Conduct review of initial implementation strategies Develop year-two work plan Implement pilot area strategies Implement Offender Forums Continue implementation of public awareness strategy Convene regular steering committee and community safety team meetings Update plan and develop report to the community

Working in Partnership with Community Leaders in Pilot Areas

The Cody Rouge Action Alliance and the Osborn Neighborhood Alliance are neighborhood organizations that seek to strengthen their respective neighborhoods. Each is led by a governance body comprised of residents and neighborhood stakeholders such as local churches, businesses and service organizations. Developed over the past five years, these leadership organizations have developed and are now implementing a strategic plan. Each plan has a community safety component.

The Youth Violence Prevention initiative will partner with these organizations in the development of a community safety team that includes neighborhood leaders, representatives from key public agencies such as the Police Department, and other community partners. The community safety team will work to develop a youth violence prevention plan for their community that incorporates an anti-gang, anti-crew strategy.

The development of the youth violence prevention plan for each pilot area will be informed by:

- A data dive that deepens the understanding of youth violence, youth assets, gangs and crews, and related topics in each pilot area
- A series of small community forums that engage youth and adult residents and key stakeholders
- An inventory of major programs that can be (a) braided into a comprehensive violence prevention strategy and (b) used to identify gaps that can inform capacity building strategies such as expanding programs or aligning programs, now operating in other parts of the city, with this focus.

As the plan is developed, possible partners will be identified and recruited.

A note on Denby. As mentioned previously, only Osborn within the Osborn/Denby area has the neighborhood governance framework described above. We will seek to develop a community safety team in Osborn/Denby, which includes residents and stakeholders from each part of the pilot area.

Evaluation and Performance Management

Being Data Driven

There are efforts throughout every kind of public work in Detroit to become more data driven. Funders and other partners have come together to create Data Driven Detroit, a nonprofit, independent data center that promotes positive community change by:

- Tracking neighborhood-level social, economic and environmental indicators for the local initiatives of key foundations;
- Creating greater community access to and utilization of community data and information; and
- Building a community data warehouse of comprehensive, reliable, relevant information relating to social, economic and environmental indicators.

In addition, city agencies such as the police and health departments have taken big steps to improve their data collection and analysis capacity. The Skillman Foundation is working to build data capacity in each of their neighborhoods.

This growing capacity and expertise will be used to develop our evaluation and performance management plan for our youth violence prevention work. In developing our strategy, we will identify indicators of how we are reducing negative events (e.g., police apprehensions of youth or homicides) and, as important, increasing positive behaviors (e.g., increased attendance rates in schools).

Members of our data team (see Appendix II for a list of members) have worked together in the past, and a number of the data sharing protocols necessary for an effort like this are already in place. Further, each organization represented on the data team is embarked on a significant effort to build their data gathering and analysis capacity:

The **Department of Health and Wellness Promotion** is expanding its capacity to gather and use social and health indicators to drive its decision making and service delivery.

The **Detroit Police Department** is aggressively moving toward the use of real-time data to drive deployment strategy. They also will be gathering gang affiliation data for each youth apprehension as a part of this initiative.

The **Skillman Foundation** is building its System of Supports and Opportunities (SOSO) data system to lay the foundation to reach their goal:

By the end of 2016, each neighborhood will have a system of supports and opportunities sufficient to meet the community youth development needs in the neighborhood, including:

1. An array of positive age and stage-appropriate youth development experiences and work, service, and career preparation programs engaging kids ages 11-18.
2. Basic services, such as accessibility to health clinics, food resources, tax assistance and adult access to employment.

Data Driven Detroit is leading a wide range of initiatives consonant with their ambitious goals, described above.

Evaluation and Performance Management Framework

While our primary goals are clear, reducing youth violence and fostering youth success, particular strategies, especially in our pilot areas have not yet been developed. Indeed, this is the next phase of our work: engaging the community in each pilot area to develop a clear strategy.

Further, a number of the existing initiatives that are a part of our overall strategy already have evaluation and performance management frameworks in place. We will be gathering and cataloguing these.

As we complete our initial strategy development and the cataloguing of existing frameworks, we will develop an overall existing evaluation and performance management strategy for our initiative. This work will be led by our data team, assisted by evaluation experts as needed.

Appendix I: Funding Status of Proposed Initiatives

Several of the major programs described above are already funded, some are included in current funding requests, and others will require fundraising. This table describes the status of each.

Note that “AGF” stands for Anti-Gang Funds. The programs are part of a proposal to the US Department of Justice for these funds.

Program	Funded	Notes
YVP Coordinator	Yes	
DPD Reform	Yes	
DPD Data Capacity Upgrade	Yes	
Policy Reforms	None needed	
Comprehensive Violence Prevention Partnership	Yes	
Comprehensive Anti-Gang Initiative	Yes	Additional funds may be needed for expansion
Community Safety Team	Yes	Will be supported by YVP Coordinator
Link Youth to Jobs and Careers	Some	There are a small number of seats at existing programs, not nearly enough. Will require significant fundraising.
Operation Ceasefire	No	Seeking AGF funds.
Operation Safe Passage	No	Seeking AGF funds.
Block Club Organizing	Yes	May need additional funds to expand efforts.
Offender Forums	No	Needs further exploration before implementation.
Restorative Practices	Yes	Funded by the Skillman Foundation with grant to a community organization.
Develop Integrated Strategies	None needed	Planning supported by YVP coordinator and outreach workers
Outreach Workers	Contingent	Contingent upon AGF for Coordinator
Aggressive Marketing-Social Media	No	Seeking AGF funds
Targeting Gangs for Enforcement	Yes	

Appendix II: Steering Committee and Data Team

Youth Violence Prevention Steering Committee

Office of the Mayor

Saul Green, Deputy Mayor, Chair
Annie Ellington, Chief Service Officer
Bennie White, Youth Advocate

City Council Members

Council Member Saunteel Jenkins
Council Member James Tate

Law Enforcement

Lt. Bennie Bowers, Michigan State Police
Stephanie Dawkins Davis, US Attorney's Office
Chief Ralph Godbee, Detroit Police Department
James Gonzales, Wayne County Prosecutor's Office
Chief Roderick Grimes, Detroit Public Schools
Dep. Chief Jeriel Heard, Wayne County Sheriff's Office
Hon. David Perkins, Third Judicial Circuit – Juvenile Div.

Youth and Workforce Development

John Ambrose, Midnight Golf Program
Lena Barkley, CVS Pharmacy
Dr. Grenae Dudley, The Youth Connection
Tim Kowalski, Boys & Girls Club of Southeast Michigan
Angela Jackson, Midnight Golf Program
Joan Scales, Detroit Job Corp

Youth

Olando Jones, Peace Project/Youthville
Sean Lee, Cody High School
Brandy O'Kenard, Deaf Connections
Lawnya Sherrod, Youth Voice
Meghan Sobocienski, Youth Voice
Lauren Swift, Martin Luther King High School

Philanthropy

Tonya Allen, Skillman Foundation
Robert Thornton, Skillman Foundation

Community Based Organization

Tamela Aikens, Michigan Prisoner Re-Entry Initiative
Keith Bennett, Goodwill Industries of Greater Detroit (Flip the Script)
Marvis Cofield, Alkebulan Village
Doncella Floyd-James, Children's Aid Society
Marcella Ray, Matrix Human Services
Angie Reyes, Detroit Hispanic Develop Corporation
Al Taylor, Peace Project

Alice Thompson, Black Family Development

Public Health

Dr. Yvonne Anthony, Department of Health and Wellness Promotion

Dr. James Blessman, Medical Director, City of Detroit

Faith Based

Reverend Wendell Anthony, Fellowship Chapel and NAACP

Rev. David Bullock, Bethany Baptist Church

Minister David Muhammad, Nation of Islam

Rev. Byron Moore, AME Zion Church

Rev. Jerome Warfield

Education

Johnathon Matthews, Cody Academy of Public Leadership

Alvin Ward, Sr., Detroit Public Schools – Office of Athletics

Andrea W. Bronson, Detroit Academy of Arts and Sciences

Elizabeth Burns, Archdiocese of Detroit

Joyce Francois, Archdiocese of Detroit

Data Team

Harolyn Tarr, Principal Epidemiologist, Chair

Nicholas Giaquinto, Detroit Police Department

Kurt Metzger, Data Driven Detroit

Gregory Parrish, Data Driven Detroit

Marie Columbo, Skillman Foundation

Endnotes

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ⁱⁱ Yonas, Michael A., *et al.* “Neighborhood-level factors and youth violence: giving voice to the perceptions of prominent neighborhood individuals.” *Journal of Health Education & Behavior*. 2007.

ⁱⁱⁱ State of Michigan. *Michigan Committee on Juvenile Justice: 2003—2005 Report*. 2006.

^{iv} US Department of Justice. *Disproportionate Minority Contact: Technical Assistance Manual*. Fourth Edition, July 2009.

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^{vi} See, for example, McCold, Paul. *Evaluation of a restorative milieu: Replication and extension for 2001-2003 discharges*. Restorative Practices eForum. 2005 and Calhoun, Avery and Pelech, William. “Responding to young people responsible for harm: a comparative study of restorative and conventional approaches.” *Contemporary Justice Review*. 2010. 13(3).

^{vii} Skogan, Wesley G., *et al.* *Evaluation of CeaseFire-Chicago*. Institute for Policy Research, Northwestern University. 2008.

^{viii} Braga, Anthony A., *et al.* Reducing street violence in San Francisco: A partnership-based violence prevention strategy. Prepared for the “Community Policing in Three Dimensions” Conference, Australian National University, Canberra, Australia. December 2007.

^{ix} Dague, Ellen M. *Community prosecution: It just makes sense*. American Prosecutors Research Institute: Building Bridges. 2006 (5, 1 & 2).